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Ontario

## Annual Report

# Planning and Implementation Commission

1986-1987



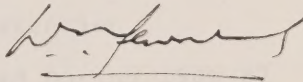


**ANNUAL REPORT  
1986-87**

The Honourable Sean Conway  
Minister of Education  
Province of Ontario

Dear Mr. Conway:

I have the honour to present the Annual Report of the Planning and Implementation Commission which covers the period from July 1, 1986 to June 30, 1987.




William T. Newnham  
Chairman  
Planning and Implementation  
Commission



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## I DUTIES OF THE COMMISSION

The Planning and Implementation Commission was established by Order-in-Council 2048/84 dated July 26, 1984. Its duties, prior to the proclamation of the Education Amendment Act, 1986, were established by this Order-in-Council and were to:

- (a) advise the Minister in respect of specific means by which the Policy can best be implemented;
- (b) receive and evaluate multi-year plans of implementation submitted to the Commission by the Roman Catholic separate school boards after consultation with the affected board or boards of education and advise the Minister of each plan that is suitable and that should qualify for funding of secondary education costs in accordance with the Policy upon implementation of the plan by the board concerned;
- (c) advise the Minister concerning the matter of new or altered Roman Catholic separate school zones as limits of separate secondary school districts;
- (d) advise the Minister in respect of the scope and direction of legislation required to enable arbitrations to be conducted with respect to any disputes that may arise between boards of education and Roman Catholic separate school boards concerning capital facilities needed in the implementation of the Policy;
- (e) consult with The Ontario Teachers' Federation and its affiliates, the school boards, the Ontario School Trustees' Council and its member associations, and the Education Relations Commission and others to ensure that personnel matters in respect of teachers and other matters are resolved in a fair and equitable manner and advise the Minister of the results thereof.



## II MEMBERS OF THE COMMISSION

William T. Newnham (Chairman)

B. Edmund Nelligan (Vice-Chairman)

Jean-Louis Bourdeau

John A. Fraser

C. Frank Gilhooly

Twyla E. Hendry

William A. Jones

T. Rosaire Léger

The Executive Director of the Commission is Robert A. L. Thomas. The Commission is located at 1200 Bay Street, 11th Floor, Toronto, Ontario, M5R 2A5. Telephone: (416) 963-3105.





### III INTRODUCTION

The tasks of the Planning and Implementation Commission are to:

1. Supervise extension of secondary school grades, one year at a time.
2. Maintain a viable public secondary education system.
3. Ensure that teachers and other employees will be treated fairly as enrolment shifts from the public system.
4. Promote sharing of facilities and of solutions to classroom needs which will ensure that existing stock of capital facilities is well utilized.
5. Ensure that Roman Catholic school boards offer full secondary school programs.

#### IV COMMISSION ACTIVITIES

Except for vacation periods, the Commission has continued to meet at least bi-weekly. From the outset, the Commission has encouraged coterminous school boards to consult and co-operate in carrying out separate school extension, thus minimizing any possible negative impact upon the quality of the public secondary education system and the social fabric of Ontario.

##### 1. Board Planning Process

###### Principle

Decisions should be based upon plans developed locally through co-operation with all concerned parties.

###### (a) Board Planning Model

- (i) Separate school board completes Board Plan and shares information with local board of education before submitting it to the Commission. Evidence of local planning and co-operation highlighted.
- (ii) Board of education completes Impact Statement and shares information with the local separate school board before submitting it to the Commission. Evidence of local planning and co-operation highlighted.

###### (b) Approval Process

- (i) Data on Board Plans and Impact Statements are validated as to accuracy and completeness in Ministry of Education regional offices. The information is supplied to the Commission.
- (ii) Commission staff analyse Board Plans and Impact Statements to ensure compliance with criteria.
- (iii) The Executive Director of the Commission communicates with separate school boards indicating areas in which the Board Plan fails to meet criteria or information requirements.
- (iv) Separate school boards supply revisions to their Board Plan as required. Step (iii) may have to be repeated.

## IV COMMISSION ACTIVITIES

### 1. Board Planning Process

#### (b) Approval Process (cont...)

- (v) The Commission reviews the Board Plan and makes a recommendation to the Minister of Education on each board which has submitted a Plan.
- (vi) The Minister of Education communicates approval or rejection of a Board Plan to the individual separate school board.

Where a Plan is rejected in whole or in part by the Commission, reasons for the rejection will be stated in the recommendation to the Minister and the Board advised of the Commission's recommendation.

N.B. Funding for 1986-87 does not imply automatic financing for the 1987-88 school year. Plans may be approved in whole or in part and may also be subject to conditions or limitations.

#### (c) Criteria for Approval

Subsection 136-v. (2) of the Education Act, as amended, sets out the criteria by which the Commission is to assess the Plans for Secondary School Programs.

136-v. (2) The criteria are that the method,

- (i) must permit the Roman Catholic school board to provide viable secondary school education;
- (ii) must promote the best interests of public education in Ontario;
- (iii) must ensure the viability of the secondary school program offered by the public board especially in single secondary school communities; and
- (iv) must ensure, in a community that has only one secondary school operated by a public board, that the secondary school will continue to be operated by the public board despite the election to provide secondary education by a Roman Catholic school board having jurisdiction in the community, unless the public board decides otherwise.



## COMMISSION ACTIVITIES

### 1. Board Planning Process

#### (d) Other Factors Relating to Implementation

In addition to the criteria set out in the Education Act in subsection 136-v. (2), the Commission has identified a number of other factors to be considered. These factors are aspects of the best interests of public education in Ontario.

#### (i) Access to school program and guidance information

The will of the Legislature in Section 136-o. of the Education Act is clearly that pupils from each elementary school system should have the right to attend a secondary school operated by the other system. This intent will be frustrated unless pupils in their final year or years of elementary school, and their parents, have opportunity to learn what the secondary schools open to the pupil have to offer.

All school boards will make provision to ensure that information about the schools and programs offered by the coterminous/coextensive boards is available in their elementary schools and that pupils and their parents have access to the guidance or other appropriate personnel of the coterminous/coextensive board.

#### (ii) Breadth of program and co-operation

The Commission believes that a comprehensive secondary school program should be available to all young people in the province of Ontario. It is recognized that the total secondary school age population in a community may limit the range of courses available, but the Commission believes that coterminous school boards should work together to maximize the program opportunity for young people.

A significant number of young people will not go on to post-secondary education, but will enter the work force upon completion of their schooling. The programs available to pupils in secondary schools should recognize this reality. Schools can provide learning experiences of the kind suggested in OS:IS, section 1.4 and ensure

#### IV COMMISSION ACTIVITIES

##### 1. Board Planning Process

##### (d) Other Factors Relating to Implementation (cont...)

##### (ii) Breadth of program and co-operation

that these young people have had an opportunity to learn some of the life skills such as those in OS:IS, section 2.9. Many of the courses in the Business Studies and Technological Studies guidelines are excellent vehicles for these purposes.

It is recognized that these guidelines require specialized facilities and, for some courses, a heavy investment in equipment. In order to make these courses available and viable, a large secondary school enrolment base is required. Co-operation between boards would provide for this possibility.

It is also clear that the implementation of the new curriculum guidelines for technological studies in the intermediate and senior divisions will involve a great deal of rethinking of present practice. Coterminous school boards would be well advised to work together in planning for future program development.

The Commission will continue, therefore, to request of boards the following:

- A policy statement that the board will offer courses at the required levels of difficulty.
- In the alternative, the Plan may indicate that the board will make an agreement or agreements with another board or boards for the provision of programs and services which they cannot offer themselves for their resident pupils.
- Board Plans are to indicate that all pupils for whom the board is responsible are to be provided with appropriate programs.
- A statement outlining secondary school program changes in the current year and proposed for the plan year.

## IV COMMISSION ACTIVITIES

### 1. Board Planning Process

#### (d) Other Factors Relating to Implementation (cont...)

#### (iii) Accommodation and facilities

The Commission is very concerned to avoid duplication of facilities and accommodation and to ensure that the existing stock of capital facilities in secondary schools will be well utilized. The first planning task, therefore, must be to make maximum use of existing school plants. The second task will be to facilitate co-operation between boards in order to avoid costly duplication in new construction, particularly of specialized equipment, classrooms and other facilities.

The Commission will continue, therefore, to apply the following criteria in assessing accommodation needs related to the extension of Roman Catholic schools.

- . Accommodation is to be appropriate to the program provided.
- . Arrangements for sharing or lease of accommodation are expected if space is available in board of education schools. Such sharing or leasing will be necessary in some circumstances.
- . Where, in the foreseeable future, there is no space available in board of education schools, private schools, or separate elementary schools, provision may be made to use portables.
- . Long-range plans and capital requirements for provision of accommodation are to be realistic in terms of the possible available permanent accommodation.
- . Plans for accommodation should indicate long-term availability for use of privately-owned facilities now in use.

The Commission will offer to boards assistance and advice relating to accommodation matters.



## IV COMMISSION ACTIVITIES

### 1. Board Planning Process

#### (d) Other Factors Relating to Implementation (cont...)

#### (iv) Statistical Information

The Commission began in 1985 to monitor the statistical trends in Roman Catholic school extension and its impact. The planning documents will continue to gather such information and, in addition, will ask for information related to employment equity.

#### (e) Guidelines for "En Bloc" Transfers in 1987

The following guidelines should be read in connection with the provisions of the Education Amendment Act, 1986, dealing with the governance of French-language schools (Bill 75), particularly with respect to the powers given to French-language Education Councils.

- (i) A separate school board which has complied with the provisions of the Education Amendment Act, 1986, for performing the duties of a secondary school board within the area of jurisdiction of the board may negotiate with its coterminous board(s) the "en bloc" transfer of an existing French-language school(s) or French-language entity(ies).
- (ii) A separate school board may request an "en bloc" transfer and, where appropriate, receive approval for such a transfer if,
  - a) extensive consultation and discussion are held with the francophone community at large, and those individuals and groups having a particular interest in French-language education;
  - b) the separate school board has reviewed the funding issues. This should be based on the current grant plan arrangements;

## IV COMMISSION ACTIVITIES

### 1. Board Planning Process

#### (e) Guidelines for "En Bloc" Transfers in 1987 (cont...)

- c) the proposed transfer reflects the wishes of those mentioned in a) above;
- d) the separate school board and the public board, or the appropriate authority under the Education Act, enter into an agreement for:
  - 1. the transfer of school building(s) according to the provisions in Ministry of Education Memorandum 1986:B7 and Amendment no. 5 to the Capital Grant Plan, 1979; and
  - 2. the purchase and/or lease of existing furniture and equipment in the school;
- e) the boards agree that all affected staff are to be designated in accordance with Section 136-1 of the Education Act and the regulations made thereunder;
- f) the separate school board establishes appropriate arrangements for religious education and credit courses. Many of the pupils attending French-language secondary school instructional units do so for program purposes and recognition of this fact is required;
- g) the Planning and Implementation Commission recommends the "en bloc" transfer to the Minister;
- h) The Minister grants his approval.

### 2. Communication and Speaking Engagements

The Commission has sent a number of memoranda to chairmen of school boards and their directors of education.

Some 6,500 copies per issue of the Planning and Implementation Commission Newsletter Success Through Co-operation have been sent to the following audience:

## IV COMMISSION ACTIVITIES

### 2. Communication and Speaking Engagements

Chairmen and Trustees of School Boards  
Directors of Education  
Secondary Schools  
Junior High Schools  
Home and School Associations  
Chambers of Commerce  
Members of the Legislative Assembly

In addition newspaper, radio and television interviews have been given.

### 3. Advice to Minister of Education

Consistent with its mandate, the Commission has provided recommendations to the Minister of Education on the following topics:

1. Memorandum of Understanding.
2. Training assistance for designated persons.
3. Release of criteria memorandum and Board Plan and Impact Statement forms.
4. P & I Commission Annual Report (year ending June 30, 1986).
5. Distribution of memoranda covering 1. Annual Reports of Joint Committees and  
2. Recommendation for Sharing of Accommodation.
6. Concern about Memorandum 1986:B7 and Amendment No. 5. of Capital Grant Plan 1979 changes constituting a barrier to effective use of schools.
7. Future requests for "en bloc" transfers.
8. Regulation regarding designation of non-teachers.
9. Encouragement for sharing arrangements between boards.
10. Commission revision of policy on Access to School Programs and Guidance Information.



# APPENDIX A

## R.C.S.S. BOARD PLANS FOR EXTENSION as at June 30, 1987

R.C.S.S. BOARDS	RECOMMENDATION SUBMITTED TO MINISTER	PLAN INCOMPLETE	NOT SUBMITTED A PLAN FOR 1987
Atikokan			x
Brant County	February 24		
Bruce-Grey County	March 26		
Cardiff-Bicroft			x
Carleton (English)	March 26		
Carleton (French)		x	
Chapleau District			x
Cochrane-Iroquois Falls District	March 25		
Dryden District			x
Dufferin-Peel	February 24		
Durham Region (English)	January 13		
Durham Region (French)	March 25		
Elgin County	January 27		
Essex County	March 24		
Fort Frances-Rainy River District			x
Frontenac-Lennox and Addington County	March 10		
Geraldton District			x
Haldimand-Norfolk			x
Halton	March 10		
Hamilton-Wentworth	March 26		
Hastings-Prince Edward County	February 25		
Hearst District			x
Hornepayne			x
Huron-Perth County	February 25		
Kapuskasing District	November 5		
Kenora District	March 26		
Kent County	January 27		
Kirkland Lake District	March 26		
Lakehead District	February 25		

## APPENDIX A

R.C.S.S. BOARD PLANS FOR EXTENSION  
as at June 30, 1987

R.C.S.S. BOARDS	RECOMMENDATION SUBMITTED TO MINISTER	PLAN INCOMPLETE	NOT SUBMITTING A PLAN FOR 1987-88
Lambton County (English)	December 10		
Lambton County (French)	March 24		
Lanark, Leeds & Grenville County	March 17		
Lincoln County	March 10		
London & Middlesex County	March 25		
Metropolitan Separate School	March 17		
Michipicoten District			x
Moosonee			x
Nipissing District (Eng.)	January 27		
Nipissing District (Fr.)	December 23		
North of Superior District		x	
North Shore District			x
Ottawa	March 24		
Oxford County	March 24		
Peterborough-Victoria- Northumberland and Newcastle	March 25		
Prescott and Russell County	March 3		
Red Lake Area			x
Renfrew County	February 25		
Sault Ste. Marie District	April 10		
Simcoe County	March 25		
Stormont, Dundas and Glengarry County	January 27		
Sudbury District	March 24		
Timiskaming District	March 24		
Timmins District	November 20		
Waterloo County	February 24		
Welland County	March 10		
Wellington County	March 26		
Windsor	March 26		
York Region	March 26		

## APPENDIX B      PUBLICATIONS ISSUED DURING 1986-87

### Newsletter "Success Through Co-operation"

Indicated are dates, volume numbers and titles of articles featured in the newsletters.

#### October, 1986 - Vol. 3, No. 1

- . Chairman's Message
- . Small Schools: An Interview with John Davis, OISE
- . Early Retirement Option
- . The Ontario Secondary School Principals' Council November Conference: Focus on Small Schools
- . Commission Criteria: Breadth of Program and Co-operation, Accommodation and Facilities
- . Commission Procedures in the Approval Process

#### December, 1986 - Vol. 3, No. 2

- . Program Reorganization in Niagara South Secondary Schools
- . Shared Accommodation in Carleton
- . Excerpts from Commission "Guidelines for Sharing of Accommodation"

#### March, 1987 - Vol. 3, No. 3

- . Sharing: Sir John A. Macdonald High School/St. Raymond High School
- . Cochrane School Introduces New System
- . Co-operative Education in Wellington County

#### May, 1987 - Vol. 3, No. 4

- . An Interview with Jean-Louis Bourdeau
- . BLOCK TRANSFERS
  - Block Transfers in Timmins and Kapuskasing
  - Three School Transfer in Nipissing District

#### June, 1987 - Vol. 3, No. 5

- . Joint Use of Schools Topic of OSSTA Paper
- . The Impact of Extension



## APPENDIX C      MEETINGS AND SPEAKING ENGAGEMENTS

Commission members and secretariat staff have made numerous presentations during 1986-87.

<u>Organizations</u>	<u>Number of Meetings/Engagements</u>
Roman Catholic Separate School Board Staff	59
Board of Education Staff	47
Ontario Teachers' Federation and its Affiliates	6
O.S.S.T.A. (Ontario Separate School Trustees' Association)	1
O.C.S.O.A. (Ontario Catholic Supervisory Officers' Association)	3
Regional Offices	9
Professional Development Days/Courses	2
Completion Office: Separate Schools	4
Ontario Institute for Studies in Education	2
A.E.F.O. (Association des enseignants franco-ontarien)	1
C.E.F.O. (Conseil de l'education franco- ontarien)	1
O.S.T.C. (Ontario School Trustees' Council)	2
O.A.E.A.O. (Ontario Association of Education Administrative Officials)	2
E.R.C. (Education Relations Commission)	2
O.P.S.D.A. (Ontario Public School Directors' Association)	1
N.O.S.T.A. (Northern Ontario School Trustees' Association)	2
Principals' Associations	2

## APPENDIX C      MEETINGS AND SPEAKING ENGAGEMENTS

<u>Organizations</u>	<u>Number of Meetings/Engagements</u>
Participation in various conferences as representatives of the Commission	6
Other Groups	<u>7</u>
Total	159

Several meetings were also held with the Minister of Education and with Ministry of Education officials.

APPENDIX D      STATEMENT OF EXPENDITURES  
APRIL 1, 1986 - MARCH 31, 1987

Categories	Budget Allocation \$	Actual Expenditures \$
Salaries and Wages	379,000	355,408
Employee Benefits	53,100	35,428
Transportation & Communications/ Services/Supplies	606,400	325,126
Communications	8,309	
Mailing	1,061	
Travel Public Servants	17,324	
Travel Others	36,105	
Other Communications	3,555	
Rental Services	120,223	
Laundry, Janitorial	300	
Catering Functions	7,808	
Per Diems - Members	106,613	
Professional Service	4,243	
Other Services	4,831	
EDP Equipment and Supplies	192	
Furniture	839	
Food and Subsistence	47	
Office Supplies	12,396	
Books, Maps, Other Publications	1,280	
Total	1,038,500	715,962

## APPENDIX E      REGISTER OF DESIGNATED PERSONS

Subsection 136-1(12) of the Education Act requires public boards to file with the Commission each year a list of the names and positions of persons designated who have transferred their employment to the coterminous Roman Catholic school board. The Commission has established a register of all such persons names as a safeguard for those persons because of the rights granted them under Bill 30, the Education Amendment Act, 1986.

The Commission has already received from public boards the lists of names of persons deemed to be designated who transferred employment prior to Bill 30 becoming law or to the filing of the Regulation, Designation of Teachers (O.R. 71/87) and has requested public boards to submit this list each year by October 31.



APPENDIX F      STATISTICAL SUMMARY ON IMPLEMENTATION  
JUNE 30, 1987

Secondary School Enrolment Data

Table 1

**Roman Catholic Secondary Schools - September, 1986 and  
projected September, 1987**

Grade	1984	1985	1986	1987 (Proj.)
9	23,319	26,094	26,670	28,000
10	20,216	22,117	24,436	26,000
11	13,763*	18,629	20,517	23,000
12	12,097*	12,680*	17,564	20,000
13/ additional year	<u>7,407*</u>	<u>7,901*</u>	<u>8,260*</u>	<u>9,500</u>
TOTAL	76,802	87,421	97,447	106,500

\* Private

Table 2

**Public Secondary Schools - September, 1986**

	<u>Total</u>	<u>English</u>	<u>French</u>
1983	554,930	531,119	23,811
1984	545,919	522,871	23,048
1985	535,964	513,589	22,375
1986	527,238	505,162	22,076
1987 (Proj.)	515,000	497,000	18,000

APPENDIX F     STATISTICAL SUMMARY ON IMPLEMENTATION  
JUNE 30, 1987

Statistics on the Impact of Extension of Funding for  
Roman Catholic Secondary Schools

Enrolment

- Enrolment in Roman Catholic grades 9 to 12 rose in 1986 by 9,667 over 1985 to 89,187 pupils or by 12.2%. This growth was less than had been projected by boards who had anticipated 91,809.
- Enrolment in Roman Catholic secondary school programs, including those for French-language pupils, is projected to be 106,500 in September, 1987.
- The shift of enrolment in 1986, as a result of increased retention in Roman Catholic secondary schools, was 8,045. The total shift for the two years was 15,063 pupils and is projected to be 7,200 in 1987, excluding block transfers of French-language programs.
- Public secondary school enrolment declined by 1.7% to 527,288 pupils in 1986 from 1985 compared to decreases of 1.8% in 1985, 1.6% in 1984 and 1.3% in 1983 and 1982. This rate of decrease will be higher for September, 1987 because of the effect of en bloc school transfers.

Personnel

- Board planning documents reported that 238 teachers were designated or deemed to be designated in 1986. One hundred and eighty-two of these transferred on a voluntary basis between boards and, of the 56 involuntary transfers, well over half were in one board area.
- Because of incomplete data in Impact Statements, no valid statistics are available on the impact of extension on the employment of women. Based on the statistics available, it would appear that the majority of designated teaching staff in 1986 were women.

Elementary School Impact

- Boards of education expressed concern in 1986, but reported no immediate effects in the elementary panel.



